

FINAL REPORT
OF THE
SELECT COMMISSION ON EDUCATION



Indiana Legislative Services Agency
200 W. Washington Street, Suite 301
Indianapolis, Indiana 46204

October, 2012

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2012

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I. INTRODUCTION AND LEGISLATIVE COUNCIL DIRECTIVE

The Commission was created by PL 160-2012, SECTION 68, which directed the Commission to do the following:

- (1) The process of adoption and content of rules adopted by the Indiana state board of education concerning categories or designations of school improvement under IC 20-31-8, including the matrices used for the A-F designations.
- (2) Proposed rules, adopted rules, and policies of the department of education and the Indiana state board of education to implement the provisions of P.L.90-2011, concerning teacher evaluations and licensing.
- (3) Any other issue that the legislative council or commission considers necessary.

The Legislative Council directed the Commission to study the following topics:

- (1) The feasibility of establishing a process by which residents of a part of an existing school corporation may elect to disannex from an existing school corporation and either annex to another existing school corporation or establish a new school corporation (HEA 1047).
- (2) The process of adoption and content of rules adopted by the Indiana state board of education concerning categories or designations of school improvement including the matrices used for the A-F designations (HEA 1376).
- (3) Proposed rules, adopted rules, and policies of the department of education and the Indiana state board of education to implement the provisions of P.L.90-2011, concerning teacher evaluations and licensing (HEA 1376).
- (4) More clearly defining what is included in instructional spending by school corporations and what is included in noninstructional spending by school corporations for purposes of the law concerning reporting of expenditures allocated to school instruction (IC 20-42.5-3-5) (HEA 1072, SB 344, SR 7).
- (5) The current oversight structure applicable to Indiana University-Purdue University Fort Wayne and make recommendations for any changes in the current structure that the committee determines should be considered (SC 19).

(6) Public schools 'cherry-picking' students (the selection of certain students and rejection of others) (Representatives Karickhoff and Mahan).

In addition, the Commission studied turnaround academies and graduation waivers, and received testimony concerning Stand for Children and Teach for America.

II. SUMMARY OF WORK PROGRAM

The Commission met ten times during the 2012 interim. At the first meeting, held on April 24, 2012, the Commission heard testimony from the Indiana Department of Education (DoE) concerning the matrices used for the A-F school designations and the growth model of measuring student achievement.

At the second meeting, held on May 21, 2012, the Commission heard testimony from DoE and the public concerning turnaround academies.

At the third meeting, held on June 15, 2012, the Commission received public comments concerning the A-F school grading system and the growth model of student evaluation.

At the fourth meeting, held on June 29, 2012, the Commission heard testimony concerning disannexation from an existing school corporation.

At the fifth meeting, held on July 16, 2012, the Commission heard testimony concerning cherry-picking students.

At the sixth meeting, held on July 31, 2012, the Commission heard testimony concerning instructional and non-instructional school expenditures.

At the seventh meeting, held on August 14, 2012, the Commission heard testimony concerning teacher licensing and evaluations.

At the eighth meeting, held on September 4, 2012, the Commission heard testimony concerning the administrative structure of Indiana University-Purdue University Fort Wayne (IPFW), Stand for Children, and Teach for America.

At the ninth meeting, held on September 19, 2012, the Commission heard testimony concerning graduation examination waivers.

At the tenth meeting, held on October 10, 2012, the Commission discussed Preliminary Draft (PD) 3324, concerning graduation examination waivers, and adopted the final report with a vote of 14-0.

III. SUMMARY OF TESTIMONY

A-F School Designations and the Growth Model of Evaluating Student Achievement

State Superintendent of Public Instruction Dr. Tony Bennett stated that the development of the A-F matrices and the growth model had been carried out in transparency, with all interested parties involved in the rule-making process, and demonstrate the current best practices in education. Indiana's accountability standards are being looked at nationally as a model system. Dr. Wes Bruce, Chief Assessment Officer, DoE, discussed the history and implementation of the growth model for student measurement, under which a student's academic growth is measured annually to determine whether the student has achieved at least a year's worth of academic growth during a school year. Dr. Damien Betebenner, Senior Associate at the National Center for the Improvement of Educational Assessment, Dover, NH, who developed the student growth percentiles and percentile growth trajectories methodology and who has been working with Indiana since 2008, discussed the development and use of growth models, including analysis and reporting elements.

Dale Chu, Assistant Superintendent, DoE, and Jon Gubera, Chief Accountability Officer, DoE, presented information concerning the new A-F accountability metrics for schools and school corporations, adopted as a rule by the State Board of Education. The rule includes the growth model of student measurement. The goals of the accountability system are to ensure that every student counts; close the student achievement gap; provide transparent results; merge state and federal accountability standards; use new tools to provide a stronger system; and ensure post-secondary success for all students. While some have suggested that the effective date of the accountability rule be delayed, DoE believes a delay in implementation of the system will compromise the waiver Indiana has received from the United States Department of Education for the No Child Left Behind standards.

Several school corporation superintendents and administrators raised concerns about the accountability and growth model rules. Dr. Anthony Lux, Superintendent, Merrillville Community School Corporation, stated that the rules place school corporations with a greater number of students in poverty at a disadvantage, and presented suggestions for modifications that would take factors related to poverty into account. Dr. Jeff Swenson, Superintendent, Carmel Clay Schools, suggests the system is incomplete, as it does not account for meaningful growth and excellence, as well as being too complex. Dr. Dan Bickel, Area Administrator for Elementary Schools, Fort Wayne Community Schools, stated that while the Fort Wayne schools have been making adequate yearly progress under No Child Left Behind for the past several years, and continue to improve, under the A-F system the school corporation is likely to receive a C. Dr. Ed Eiler, Superintendent, Lafayette School Corporation, stated that DoE is using the student growth model, which measures only the performance of students, to measure multiple types of performance, including teacher and school performance. In addition,

Dr. Eiler stated that DoE's rules lack flexibility, and questioned how the A-F ratings will interact with Title I waivers for schools. However, Steve Baker, Principal, Bluffton High School, who was involved in developing the performance model for high schools, finds the A-F system presents a more fair and accurate assessment of high schools than the previous assessment system did, and stated that DoE has assured him that the model will continue to be adjusted and improved. Byron Ernest, Principal, Emmerich Manual High School, Indianapolis, stated that the A-F accountability system is a good starting point in evaluating student performance.

In addition to the administrators who spoke, several individuals offered comments concerning the A-F system and the growth model of student assessment. Speaking generally in favor of the A-F system and the growth model were Dr. Jonathan Plucker, Director, Center for Evaluation and Education Policy (CEEP), Indiana University; Tom Adams and Joan McCormick, Indiana Council of Administrators of Special Education; Todd Bess, Indiana Association of School Principals (IASP); and Derek Redelman, Indiana Chamber of Commerce, although Mr. Redelman suggested putting the A-F rule on hold for a year and moving to a growth model that focuses on criterion-based growth. Raising concerns about the A-F system and the growth model were Dr. Vic Smith, a retired educator, who favored a criterion-based rating system and questioned whether the performance-based rating system conforms to statute (IC 20-31-8-3); Dr. Katie Brooks, Assistant Professor, College of Education, Butler University, who noted that studies have found that using high-stakes testing results to evaluate teacher and student performance does not improve student performance and that there may be a disproportional impact on high poverty schools under the growth model; and Dr. Chuck Little, Indiana Urban Schools Association (IUSA).

Turnaround Academies

Dr. Bennett explained that taking over the lowest performing schools is a part of the accountability measures in the federal government's Race to the Top program; as of the end of the 2010-2011 school year, seven schools in Indiana were slated to be taken over by outside management teams and become turnaround academies. Mr. Chu presented information concerning DoE's goals for interventions, and discussed DoE's approach and methodologies for improvement and intervention, and for transparency. Jim Larson, Director of School Turnaround, DoE, explained the alignment between federal and state accountability systems, the awarding of school improvement grants, the selection process for turnaround school operators and lead partners for school interventions, funding, and obstacles faced by the turnaround academies. Jackie Cissell, Assistant Director of School Turnaround, DoE, discussed community engagement efforts DoE has led during the turnaround academy transitional process.

Concerning turnaround academies in general, Gail Zeheralis, Indiana State Teachers' Association (ISTA), questioned whether a takeover represented an intervention, with the school being returned to school corporation control after student performance is improved, or a method of converting an existing school into a charter school. Shirley

Wright, Executive Director, Indiana Middle Level Education Association, presented information concerning the School to Watch program, which identifies exemplary programs in middle grades using best practices.

Concerning Roosevelt High School in Gary, which is a turnaround academy beginning with the 2012-2013 school year, Dr. Myrtle Campbell, Superintendent, Gary Community School Corporation, discussed the funding inequities between turnaround schools and the Gary schools in general, requested that funding for turnaround school be capped based on the number of students actually attending, and improvements and programs to improve student achievement in the Gary school corporation. Alesia Pritchett, Business Manager, Gary Community School Corporation, spoke about the potential inequity of tuition support for the turnaround school at Roosevelt and the Gary schools, and stressed the need for reconciliation between the projected number of students attending the school and the actual number of students attending. Robert Lewis, Legal Counsel, Gary Community Schools, stated that Roosevelt is receiving a windfall based upon the inflated number of student projected to attend the school. Mary Cossey, Director of Constituent Services, Office of the Mayor, Gary, read Mayor Freeman-Wilson's statement in which she stressed the need for cooperation between the Gary school corporation and EdisonLearning, which will be running Roosevelt, and also expressed concerns about possible inequities in funding. Vanessa Allen, President, Urban League of Northwest Indiana, Inc., stressed the need for cooperation and better communication about the transition for Roosevelt. Jena Bellezza, Indiana Parenting Institute, Gary, stated that the turnaround plan seems to be well developed, but that some may fear the change. Tonya Wells, Gary, parent of a Roosevelt student, stated that she is supportive of the turnaround, and that her son will continue to attend Roosevelt.

Concerning turnaround academies in the Indianapolis Public Schools (IPS), Dr. Eugene White stated that he felt the scores upon which the takeover was being based were incorrectly determined for two IPS schools, and pointed out that, based on data from other states, taking over schools has not been successful in improving student achievement. Libby Cierzniak, representing IPS, stated that the State Board of Education's funding mechanism for turnaround schools withholds an excessive amount of funding from IPS, a concern echoed by Debbie Hineline, Chief Financial Officer, IPS, who also pointed out that federal vocational funding and special education funding will be reduced disproportionately. Carol Craig, Greater Indianapolis NAACP, asked that funding for turnaround academies be reevaluated and based on actual enrollment at the academies. Dr. Smith raised concerns about the inequity of funding between the turnaround schools located in IPS and IPS schools. Kristine Park Shiraki, Stand for Children, read the testimony of Spencer Lloyd, music director at Emmerich Manual High School, IPS, who is in favor of the takeover. Joseph Slash, President, Indianapolis Urban League, submitted written testimony generally supportive of turnaround academies. Gordon Durnil, Indianapolis, former chairperson of the Manual Alumni Association, discussed an issue concerning the removal of historic paintings from Manual by IPS because of the takeover. The following parents of IPS students spoke in

favor of the turnaround academies: Kelly Schaeffer, Howe High School; Lisa Brown, Howe; Debbie DeBolt, Manual; Lillian Kemp; Arlington High School; Marie Gladney, Arlington; and Tamika Bennett, who has removed her children from IPS because she felt they were not receiving appropriate educations.

Disannexation

Rep. Jack Lutz, Anderson, explained that he had introduced HB 1047-2012 to address a situation in which group of citizens wishes to break a school corporation into two or more new school corporations, or to have a geographic portion of the school corporation join another existing school corporation, without the school board's consent. Becky Bowman, Administrator for the State Board of Education, presented information concerning existing statutes and procedures for school corporation formation, which include dividing an existing school corporation with the consent of the school board.

Speaking in favor of disannexation, Dr. Troy Abbott, a physician from Madison County, stated that he sees disannexation as a matter of community choice: while charter schools and vouchers are solutions for individual families, he does not see these as beneficial for communities that are dissatisfied with their schools. Phil Miller, Madison County, stated that large, consolidated school districts take away local control over education from large segments of the population. Jimella Harris, an East Allen School Corporation resident, explained that she resides in an urban area that is part of a largely rural district, and feels the needs of the students in the urban area are not being met by the school corporation. In addition, the area is not adequately represented on the school board; thus, she feels the only option is to form an independent school corporation.

Speaking against disannexation, Tom Forkner, President, Anderson Federation of Teachers, stated that surveys of parents and students in Anderson schools have found that the majority do not wish the school corporation to change in structure; in addition, larger school corporations have better economies of scale and can provide more curriculum options than smaller corporations. Eric Creviston, Human Resources Manager, Anderson Community Schools, pointed out that a large school with more services is likely to draw students who need those services; thus the school's performance may be adversely affected. He stated the trend has been to establish school corporations that are large enough to provide services, and disannexation seems to be moving in the opposite direction. Elizabeth Clark, Assistant Superintendent, Anderson Community Schools, explained that while Anderson schools have experienced declining enrollment for many years because of the loss of local industry, enrollment is stabilizing, the corporation's fiscal situation is improving, and the corporation's performance is improving. She also stated that disannexation is counterintuitive to Indiana's push to streamline local government, and pointed out potential problems with the disposition of property and liabilities in a disannexation. Randy Harrison, a teacher with Anderson Community Schools, stated that a disannexed school would be unable to provide the educational services Anderson does,

while demographically, the school would not be as diverse as Anderson. Terry Jo Lightfoot, a member of the East Allen School Corporation school board, stated that the school corporation, which contains several types of communities ranging from rural to urban, has recently had to close several elementary schools. The dissension over the closings have led residents from the communities with closed to schools to push for disannexation. Ms. Zeheralis, ISTA, cautioned against addressing local situations on a state level, and expressed concerns over the language of HB 1047-2012. Dr. Frank Bush, Indiana School Boards Association (ISBA), stated that HB 1047-2012 was potentially redundant with existing school corporation formation statutes.

Cherry-Picking

Rep. Michael Karickhoff, Kokomo, explained that he had introduced HB 1081-2012 to ensure that a public school corporation could not establish qualifications for accepting transfer students, and that Rep. Greg Porter had offered an amendment to HB 384-2012, which received wide support, to accomplish the same goal. Rep. Mary Ann Sullivan, Indianapolis, who co-authored HB 1081-2012, stated that she had been contacted by individuals whose children had been denied transfers to other schools based on their academic records. Rep. Kevin Mahon, explained that while he supported school choice, he does not support cherry-picking, and that any school that receives public funds should not be allowed to pick and choose students, and should accept any students they have the capacity to accept.

Speaking against cherry-picking, Nancy Papas, ISTA, noted that some school corporations have begun to base their acceptance of transfer students on various qualifications, including ISTEP scores. In addition, some charter schools seem to have been basing their acceptance of students on the students' qualifications. Rick Muir, Indiana Federation of Teachers, stated that cherry-picking enable segregation: by allowing school corporations to select which students will be accepted as transfers, school corporation may reject students with academic challenges, behavioral problems, disabilities, and limited English skills, many of whom are minorities or poor. Dr. Little, IUSA, explained that all students should have opportunity on an equal basis, which selective transfer acceptance denies. Steve Edwards, Superintendent, Marion Community Schools, stated that he has found the cherry-picking of non-resident students, where admittance is based on ISTEP scores, to be destructive. Marion has an open transfer policy, with the only reason to deny a transfer being student expulsions. Dawn McGrath, Director of Special Programs, Kokomo-Center Township Consolidated School Corporation, stated that school choice statutes are intended to allow parents choices of public schools, not to allow school corporations to choose which students will be accepted into the schools. Jeff Hauswald, Superintendent, Kokomo-Center Township Consolidated School Corporation, stated that public schools must be willing to accept all students. Randy Harrison, a teacher in Anderson Community Schools, stated that school corporations, charter schools, and nonpublic schools around Anderson practice cherry-picking, with the result that their student populations are not as diverse as is Anderson's. Anderson does not cherry-pick and works with every

student who seeks to enroll. Marisa Graham, a teacher in Anderson Community Schools, pointed out that the selective acceptance of students in other school corporations makes teaching in an inclusive school corporation more difficult. Katie Skeen, a 2012 graduate of Anderson Community Schools, spoke concerning her family's experience with selective transfer acceptance, in which she and her brother were required to be interviewed, submit transcripts and disciplinary records, and to write essays when seeking to transfer to the South Madison Schools corporation.

Dr. Bush, ISBA, pointed out that public schools are now competing for students, and stressed the need for local control in establishing policies and standards for the acceptance of transfer students.

Instructional and Non-Instructional School Expenditures

Sen. Banks provided background information concerning the percentages of school corporation expenditures for instructional versus noninstructional expenses for the past several school years, and pointed out that there is some question as to which expenses are included as instructional expenses: for example, the cost of a school building's principal is included as an instructional expense rather than an administrative expense.

William Bogard, Assistant Director - Education, State Board of Accounts, explained the annual report of student instructional expenditures, required by IC 20-42.5-3-5, which defines student instructional expenditures as the sum of student academic achievement and student instructional support. Noninstructional expenditures are defined as overhead and operational expenses, including administration, and non-operational expenses. The types of expenses included in each category were originally established in 2007 and revised in 2010 by a group of stakeholders that included state agencies and various associations. Melissa Ambre, Director, Office of School Finance, DoE, explained that the types of expenses included in each category are in line with the categories used for both federal reporting requirements and national statistical centers, making state to state comparisons easier and reports more transparent.

Denny Costerison, Indiana Association of School Business Officials, explained that he was one of the stakeholders who helped create the categories of expenditures in 2007 and 2010, a process that resulted in a consensus that was approved by the State Board of Education. He stressed that all expenditures of a school, many of which cannot be used for classroom expenses because of statutory requirements, are compared to instructional expenditures, while perhaps a more accurate picture might result from comparing the general fund to instructional expenses. If only the general fund is used, about 85% of the general fund is used for instructional expenses.

Ms. Zeheralis, ISTA, stated that student instructional expenditures have been flat, even in light of funding cuts. Dr. Smith explained that he finds the practice of tracking instructional versus noninstructional expenses to be an erosion of local control that is based on the idea that local officials are making poor spending decisions. Dr. Little,

IUSA, pointed out that school corporation spending decisions are made locally by elected school boards based on the school corporation's unique situation, and the decisions are best made locally. Mr. Redelman, Indiana Chamber of Commerce, explained that while there have been, and continue to be, debates as to the inclusion of individual expenses in different categories, he sees the advantage of the expenditure breakdowns and reports as giving a starting point for comparisons between districts and for discussions of expenditures.

Teacher Licensing and Evaluations

Mr. Chu, DoE, provided an overview of teacher licensing and evaluation. Michelle McKeown, Assistant Director of Legal Affairs, DoE, discussed the Rules for Educator Preparation and Accountability (REPA II) that DoE is in the process of adopting, pointing out the changes between REPA (the current rules) and REPA II. Dan Clark, Executive Director, Indiana Education Roundtable (Roundtable), pointed out that the Roundtable has adopted three principles concerning teacher licensing: preparation, accountability, and local control of hiring and evaluation. Jeffrey Botteron, Director of Educator Effectiveness and Leadership, DoE, presented information concerning educator performance evaluations, including DoE's model evaluation system (the RISE system), while Mindy Schlegal, former Senior Policy Advisor for Educator Effectiveness and Leadership, DoE, provided background information on how the educator evaluation programs were developed. The Indiana Teacher Evaluation Cabinet, which included teachers, administrators, union representatives, and other stakeholders, worked with DoE and national experts to develop the RISE system, which was piloted in three school corporations.

Concerning REPA II, Dr. Ena Shelley, President, Indiana Association for Colleges of Teacher Education (IACTE), raised concerns, pointing out that higher education has had no voice on professional standards under the current system of rule-making, and that the rules are being adopted hurriedly. She stated that the rules deprofessionalize teaching, a position shared by Dr. Jill Shedd, Executive Secretary, IACTE. Callie Marksberry, a teacher in Lafayette, raised concerns about REPA II, in particular the negative connotation of using the word "probationary" for certain types of teaching licenses, and feels REPA I should be allowed to continue. Ms. Zeheralis, ISTA, acknowledged that DoE held meetings with certain representatives of teachers and with teachers concerning REPA II, but felt the meetings did not accomplish anything. In addition, she stated that the single public hearing conducted by the State Board of Education concerning REPA II was inadequate, and additional regional hearings should be held. She urged the Commission to ask the State Board to delay the adoption of the rules. Dr. Smith spoke in opposition to the REPA II rule concerning "adjunct teacher permits", which would allow an individual who holds a bachelor's degree with a certain grade point average and who passes tests to teach. Glenda Ritz, a teacher from Carmel, stated that DoE has already begun to implement REPA II by entering into a contract with a testing vendor before the rule has been adopted and taken effect.

At the Commission's final meeting, Co-Chairperson Behning read from a DoE memorandum concerning REPA II. According to the memo, the final language for REPA II will not include provisions linking license renewal to teacher evaluations.

Concerning teacher evaluations, Ashley Hebda, a teacher representing Stand for Children, stated the passage of evaluation statutes is a step forward in the support of teachers and students. Steve Baker, past President, IASP, stated that he served as a member of the Indiana Teacher Evaluation Cabinet, and found it to be a good, collaborative process, that produced a useful model for educators to use. Dr. Wendy Robinson, Superintendent, Fort Wayne Community Schools, stated that her school corporation was one of the pilot corporations for testing the RISE system, and will be using a hybrid evaluation system for the 2012-2013 school year that combines the rubrics from the RISE system and a local system of support for teachers. Karen Combs, Director of Elementary Education, Lafayette School Corporation, has determined that each principal will need to spend about 17 hours per teacher to do effective evaluations, which is added to the principal's existing duties, and may cause administrator burnout. She stated that she believes the rules go beyond the intent of the statutes adopted by the General Assembly. Russ Mikel, Superintendent, Bremen Public Schools, explained that his school corporation participated in the pilot program using a locally developed evaluation system, which they feel has been successful. Dan Sichtig, Superintendent, Bloomfield School District, a RISE system pilot school corporation, feels the system has helped to improve the school corporation's ISTEP performance. Caitlin Hannon, a former IPS teacher currently employed by Teach Plus, stated that ISTEP scores should be used as a major component of teacher evaluations, to focus the evaluations on student outcomes. Dr. Thomas Keeley, Assistant Superintendent, Beech Grove City Schools, served as a member of the Indiana Teacher Evaluation Cabinet, and Beech Grove participated in the pilot program using the TAP evaluation and support system. He considers TAP to be a better system, but believes the RISE rubrics are an excellent starting point for teacher evaluations. Dr. Sandi Cole, Center on Education and Lifelong Learning, Indiana University, discussed the formation of the Indiana Teacher Appraisal and Support System, which works with school corporations to design teacher appraisal systems. Dr. Walter Bourke, Executive Director, Indiana Association of Public School Superintendents (IAPSS), reminded the Commission that resources for teacher evaluations are an important issue for schools. Dr. Bush, ISBA, stated that while RISE is a good advisory system, many school corporations will be using the system without modifications because of the complexity of developing an evaluation system. He also expressed concerns over the costs and bureaucracy of teacher evaluation, and the possible loss of local control. Ms. Ritz stated that DoE has imposed additional requirements on the evaluation process that go beyond the requirements set forth in statute, and the DoE has made it difficult to use a model other than RISE as a teacher evaluation system.

Regina Weir, an IPS parent, expressed concern over the number of tests her third-grade son has to complete. When she withheld her son from ISTEP, she was informed by DoE that her son could not be at school if he did not participate in ISTEP. She

wishes the General Assembly to consider the number of high-stakes tests students must take, and to take into consideration parental rights to direct a child's education.

IPFW

Tim Sands, Acting President, Purdue University, stated that several months ago, Purdue began an internal review of the regional campus structure to increase efficiency in the operations of the campuses and provide better educational opportunities for students. Victor Lechtenberg, Acting Vice President for Academic Affairs and Provost, Purdue University, spoke of the growth of IPFW, which currently has a campus of over 600 acres with forty buildings, many of which have been built in the past twenty years. Enrollment is about 14,000 students, over half of whom are full-time. Dr. Lechtenberg stated that Purdue is committed to the economic growth of northeast Indiana through IPFW and feels that having the Indiana University or Purdue University name attached to the university adds value to the degrees the students receive. John Applegate, Executive Vice President for University Regional Affairs, Planning, and Policy, Indiana University (IU), stated that IU values its relationship with IPFW and northeast Indiana, as well as its excellent working relationship with Purdue.

Vicky Carwein, Chancellor, IPFW, explained that she has worked at five multi-campus universities during her career, and feels she brings valuable experience to the campus. She stated that she looks forward to her work, and is excited that two powerful universities (IU and Purdue) are joined together at IPFW. Steve Sarrator, Vice Chancellor for Academic Affairs, IPFW, stated that the mission of IPFW is to meet the academic needs of northeast Indiana by being a unique blend of IU and Purdue. He feels that IPFW has been successful thus far, but that there are bureaucratic and administrative challenges that need to be solved. Andrew Downs, Presiding Officer of the Fort Wayne Faculty Senate, IPFW, stated that IPFW's relationships with IU and Purdue have been positive, and recent changes made by Purdue have been beneficial. However, he sees challenges in the current system of governance, and provided suggestions that he feels would improve the governance of IPFW.

Anthony Mitson, Regional Chamber of Northeast Indiana, stated that while IPFW is a valuable part of northeast Indiana's economic climate, there are degree programs that the business community would like to see offered at IPFW that Purdue has not been responsive to.

Michael Wartell, Chancellor Emeritus, IPFW, explained that IPFW is accredited separately from both IU and Purdue, and most graduates stay in Indiana after graduation. Dr. Wartell feels that Purdue's Board of Trustees is not sufficiently concerned with regional campuses; for example, regional campuses are not funded to the same level as the West Lafayette campus, and only the West Lafayette campus is considered when fees are established. In addition, the President of Purdue University is President of both the Purdue system as a whole and the West Lafayette campus, and favors the West Lafayette campus. He would recommend administrative changes.

Stand for Children

Linda Erlinger, Executive Director, Stand for Children, Indiana, explained that the national organization was founded in 1996 and seeks to equip parents and communities to work for better schools, advocate for education, and monitor the implementation of changes.

Teach for America

Patrick O'Donnell, Executive Director, Teach for America, Indianapolis, stated that Teach for America is a human capital system, bringing exceptional individuals to teach in high poverty schools. Candidates make a two-year commitment, are trained and become licensed, and receive extensive mentoring and professional development. Seventy percent of Teach for America alumni remain in education as careers. Amar Patel, Managing director of Development, Teach for America - Chicago/Northwest Indiana, stated that Teach for America has been placing teachers in Gary, Hammond, and East Chicago for five years, and hopes to expand to other Indiana school corporations. Kevin Bechtel, Manager of National Expansion, Rocketship Education (a California charter school operator that is authorized to operate charter schools in Indiana), stated that they look upon Teach for America as a source of teachers for their schools.

Graduation Waivers

Will Krebs, Director of Policy and Research, Indiana Department of Education (DoE), presented information concerning graduation waivers and graduation rates. Mr. Krebs explained that a graduation waiver can be granted to a student who has not passed the graduation examination, but meets other requirements for graduation. To receive a waiver, a student must: (1) take the graduation exam at least once each year after the student takes it for the first time; (2) complete remediation opportunities provided by the school; (3) maintain at least a 95% attendance rate; (4) maintain at least a "C" average in courses required for graduation; and (5) satisfy all local and state graduation requirements. In addition, the student must either complete a sequence that demonstrates the student is ready for the workforce or receive recommendations from teachers, approved by the principal, that show the student has attained the necessary academic standards as shown by other tests or classroom work. Mr. Krebs also presented information concerning state-wide and school corporation graduation rates, including waiver rates. Mr. Clark, Roundtable, pointed out that the requirement that a student pass the graduation exam or receive a waiver to graduate is statutory, and can't be modified by DoE. In addition, a student must demonstrate mastery of course work to receive a waiver, which may be a higher standard than passing a course.

Several superintendent spoke concerning their corporations' waiver policies. Tom Little, Superintendent, Metropolitan School District of Perry Township, Marion County,

explained that Perry Township follows the statutory requirements for granting waivers. The waiver rate for Perry Township is over 15%, which is higher than the state average and many of their waivers are granted to students who are English language learners or CHINS. Karyle Green, Superintendent, East Allen Schools, Fort Wayne, explained that East Allen has closed a high school that represented almost 75% of the waivers granted in the school corporation. (The school corporation has an overall waiver rate of less than 5%.) East Allen has had a large influx of students who are refugees from Burma and who speak no English; many of these students may need waivers to be able to graduate. They will be able to complete coursework, but may not be able to successfully complete graduation exams. Chris Himself, Superintendent, Northwest Allen County Schools, Fort Wayne, stated that his corporation rarely uses the graduation waivers. Most waivers granted in Northwest Allen County are work readiness waivers for students who have demonstrated they have the skills needed for the workplace. He feels that there is a false perception that waivers are overused. Dr. White, IPS, distributed information concerning graduation rates and waiver rates. The waiver rate for 2011 was 29%; however, IPS has a high proportion of special education and English language learners. In addition to the state requirements, beginning with students who will graduate in the 2012-2013 school year, waivers must be approved by a student's teachers and principal, followed by approval by a central committee. IPS has increased its graduation rate by over 10% by 2009, and has cut the dropout rate in half.

In addition to the superintendents, several other individuals presented testimony concerning waivers. Diana Daniels, Executive Director, National Council on Educating Black Children, Indianapolis, pointed out that achievement gaps between white and non-Asian children of color are growing. She feels that waivers have been misused and are given too often to minority students. Jeff Jackson, Professor, Indiana University South Bend, spoke concerning bridge programs that provide students with extended learning time, instruction, group projects, educational field trips, and mentoring by college students who have graduated from the high schools involved in the programs to help the students graduate without waivers. Ms. Papas, ISTA, stated that testing is overused, and that waivers may remedy the overuse of high-stakes testing. Dr. Smith raised the question of whether it is possible and desirable to determine how well waiver graduates have done post-high school before considering changes to the waiver requirements. Terry Spradlin, Director for Education Policy, CEEP, explained that CEEP followed the graduating class of 2010 from sixth grade through twelfth grade to determine the impact of chronic absenteeism on high school graduation and found a high correlation between high absenteeism and high school dropouts. He sees the 95% attendance rate (not counting excused absences) as a flaw in the waiver requirements, since some school corporations have broad interpretations of what constitutes an excused absence, and suggested that a state definition of excused absences might be necessary.

Mr. Krebs explained PD 3324, which modifies the existing graduation examination waiver process by:

- (1) providing that if a student is not progressing toward fulfillment of the student's graduation plan due to not achieving a passing score on the graduation examination, the school counselor shall meet with the student, student's parent, and student's teacher in the subject matter in which the student has not received a passing score on the graduation examination, to discuss available remediation and plan to meet the requirements necessary for a graduation waiver;
- (2) requiring a secondary school's strategic and continuous school improvement and achievement plan to include a provision to reduce the number of graduation exam waivers;
- (3) providing that a teacher's recommendation for a graduation waiver must be aligned with the school corporation's plan; and
- (4) providing as part of the graduation requirements for a student who fails the graduation exam that:
 - (A) the student must complete the course and credit requirements for a general diploma, a workforce readiness assessment, and at least one industry certification or workforce credential recommended by the student's school; or
 - (B) if the student receives a recommendation from the student's teacher, the recommendation must be supported by classroom work and acceptance at an approved postsecondary educational institution.

No vote was taken on the draft.

IV. COMMITTEE FINDINGS AND RECOMMENDATIONS

The Commission made no findings or recommendations.

WITNESS LIST

Troy Abbott, Physician, Madison County

Tom Adams, Indiana Council of Administrators of Special Education

Vanessa Allen, President, Urban League of Northwest Indiana, Inc.

Melissa Ambre, Director, Office of School Finance, Indiana Department of Education

John Applegate, Executive Vice President for University Regional Affairs, Planning, and Policy, Indiana University

Steve Baker, past President, Indiana Association of School Principals, and Principal, Bluffton High School

Kevin Bechtel, Manager of National Expansion, Rocketship Education, California

Jena Bellazza, Indiana Parenting Institute, Gary

Tamika Bennett, Parent, Stand for Children Indianapolis

Tony Bennett, State Superintendent of Public Instruction

Todd Bess, Indiana Association of School Principals

Damian Betebenner, Senior Associate, National Center for the Improvement of Educational Assessment, Dover, New Hampshire

Dan Bickel, Area Administrator for Elementary Schools, Fort Wayne Community Schools

William Bogard, Assistant Director - Education, State Board of Accounts

Jeffrey Botteron, Director of Educator Effectiveness and Leadership, Indiana Department of Education

Walter Bourke, Executive Director, Indiana Association of Public School Superintendents

Becky Bowman, Administrator, Indiana State Board of Education

Katie Brooks, Assistant Professor, College of Education, Butler University

Lisa Brown, Parent, Indianapolis

Wes Bruce, Chief Assessment Officer, Indiana Department of Education

Frank Bush, Indiana School Boards Association

Myrtle Campbell, Superintendent, Gary Community School Corporation

Vicky Carwein, Chancellor, Indiana University - Purdue University, Fort Wayne

Dale Chu, Assistant Superintendent for Innovation and Improvement, Indiana Department of Education

Jackie Cissell, Assistant Director of School Turnaround, Indiana Department of Education

Dan Clark, Executive Director, Indiana Education Roundtable

Elizabeth Clark, Assistant Superintendent, Anderson Community Schools

Sandi Cole, Center on Education and Lifelong Learning, Indiana University

Karen Combs, Director of Elementary Education, Lafayette School Corporation

Mary Cossey, Director of Constituent Services, Office of the Mayor, Gary

Denny Costerison, Indiana Association of School Business Officials

Carol Craig, Greater Indianapolis NAACP

Eric Creviston, Human Resources Manager, Anderson Community Schools

Libby Czierzniak, Indianapolis Public Schools

Diana Daniels, Executive Director, National Council on Educating Black Children, Indianapolis

Debbie DeBolt, Parent, Indianapolis

Andrew Downs, Presiding Officer, Fort Wayne Faculty Senate, Indiana University - Purdue University, Fort Wayne

Gordon Durnil, Alumnus, Emmerich Manual High School, Indianapolis

Byron Ernest, Principal, Emmerich Manual High School, Indianapolis

Steve Edwards, Superintendent, Marion Community Schools

Ed Eiler, Superintendent, Lafayette Community School Corporation

Linda Erlinger, Executive Director, Stand for Children Indiana, Indianapolis

Tom Forkner, President, Anderson Federation of Teachers

Marie Gladney, Parent, Indianapolis

Marisa Graham, Teacher, Anderson Community Schools

Karyle Green, Superintendent, East Allen Schools, Fort Wayne

John Gubera, Chief Accountability Officer, Indiana Department of Education

Caitlin Hannon, Teach Plus, Indianapolis

Jimella Harris, Resident, East Allen School Corporation

Randy Harrison, Teacher, Anderson Community Schools

Jeff Hauswald, Superintendent, Kokomo-Center Township Consolidate School Corporation

Ashley Hebda, Stand for Children

Chris Himself, Superintendent, Northwest Allen County Schools, Fort Wayne

Debbie Himeline, Chief Financial Officer, Indianapolis Public Schools

Jeff Jackson, Professor, Indiana University South Bend

Michael Karickhoff, State Representative, Kokomo

Thomas Keeley, Assistant Superintendent, Beech Grove City Schools

Lillian Kemp, Parent, Indianapolis

Will Krebs, Director of Policy and Research, Indiana Department of Education

Jim Larson, Director of School Turnaround, Indiana Department of Education

Victor Lechtenberg, Acting Vice President for Academic Affairs and Provost, Purdue University, West Lafayette

Robert Lewis, Legal Counsel, Gary Community School Corporation

Terry Jo Lightfoot, Member, East Allen School Corporation Board

Chuck Little, Indiana Urban Schools Association

Tom Little, Superintendent, Metropolitan School District of Perry Township, Marion County

Jack Lutz, State Representative, Anderson

Anthony Lux, Superintendent, Merrillville Community School Corporation

Kevin Mahan, State Representative, Hartford City

Joan McCormick, Indiana Council of Administrators of Special Education

Dawn McGrath, Director of Special Programs, Kokomo-Center Township Consolidated School Corporation

Michelle McKeown, Assistant Director of Legal Affairs, Indiana Department of Education

Callie Marksberry, Teacher, Lafayette

Phil Miller, Madison County

Russ Mikel, Superintendent, Bremen Public Schools

Anthony Mitson, Regional Chamber of Northeast Indiana, Fort Wayne

Rick Muir, Indiana Federation of Teachers

Patrick O'Donnell, Executive Director, Teach for America, Indianapolis

Nancy Papas, Indiana State Teachers Association

Amar Patel, Managing Director of Development, Teach for America - Chicago/Northwest Indiana

Jonathan Plucker, Director, Center for Evaluation and Education Policy, Indiana University

Alesia Pritchett, Business Manager, Gary Community School Corporation

Derek Redelman, Indiana Chamber of Commerce

Glenda Ritz, Candidate for State Superintendent of Public Instruction, Carmel

Wendy Robinson, Superintendent, Fort Wayne Community Schools

Tim Sands, Acting President, Purdue University, West Lafayette

Steve Sarrator, Vice Chancellor for Academic Affairs, Indiana University - Purdue University, Fort Wayne

Kelly Schaeffer, Parent, Indianapolis

Jill Shedd, Executive Secretary, Indiana Association for Colleges of Teacher Education

Ena Shelley, President, Indiana Association for Colleges of Teacher Education

Kristine Park Shiraki, Stand for Children

Dan Sichtig, Superintendent, Bloomfield School District

Katie Skeen, Graduate, Anderson Community Schools

Vic Smith, retired Educator, Indianapolis

Mindy Schlegal, former Senior Policy Advisor for Educator Effectiveness and Leadership, Indiana Department of Education

Terry Spradlin, Director for Education Policy, Center for Evaluation and Education Policy, Indiana University

Mary Ann Sullivan, State Representative, Indianapolis

Jeff Swensson, Superintendent, Carmel Clay Schools

Michael Wartell, Chancellor Emeritus, Indiana University - Purdue University, Fort Wayne

Regina Weir, Parent, Indianapolis

Tonya Wells, Parent, Gary

Eugene White, Superintendent, Indianapolis Public Schools

Shirley Wright, Executive Director, Indiana Middle Level Education Association

Gail Zeheralis, Indiana State Teachers Association